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ABSTRACT

This paper analyzes the potential implications of ceasing or lowering the funding for developmental studies programs in California community colleges. After an initial discussion of the financial constraints impinging upon community colleges, the possible effects of fiscal reductions on college missions, and the role of developmental education in the two-year college, a course classification system development for California community colleges is presented. This system divides credit courses into one of four categories: baccalaureate oriented or associate-degree applicable; developmental education; community education; and occupational education. This classification system is then applied to 540 credit courses offered at Santa Barbara City College, revealing that 66% of the courses are degree or transfer courses, 30% occupational courses, 2% community education courses, and 2% developmental courses, and that 78% of the courses were transferable to either the University of California or the California State University. Next, the financial implications of eliminating funding for developmental courses and for developmental plus preparatory mathematics courses are assessed to reveal, in the first case, a 1.5% or $172,600 loss of revenue, and in the second case, a 5% or $527,226 loss. The conclusion emphasizes the importance of continuing developmental courses in the community colleges at full funding levels. (HB)

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COURSE CLASSIFICATION
A Study to Determine Potential Financial Implications

by
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COURSE CLASSIFICATION

A Study to Determine
Potential Financial Implications

Higher education across the country has now entered the "new depression predicted by Earl Cheit (1971) and Fred Balderston (1972) some time ago. They predicted that fiscal reductions in the years ahead would impact negtively upon institutions as a consequence of enrollment declines, a changing organizational purpose and a shift in the economy.

Across the country, journals, books, newsletters and even daily newspapers constantly remind us of the constraints higher education faces in the 1980's. The common theme is that there will be an overall decline in enrolments and that the demographics of student populations will change to include more minorities, women and older adults.

Although a number of community colleges have already experienced these trends, most have escaped the necessity of making adaptations under conditions of severe fiscal constraints. Now that funds are becoming more difficult to acquire and state apportionments decline, two year colleges will find it will become increasingly hard to remain flexible in responding to a changing student population.

The notion that hard times would eventually plague the higher education establishment was well understood. However, because higher education was at the height of the "Golden Age" few institutions looked upon these predictions as an incentive for future planning. As a result, many entered the troubled decade unprepared and without clear direction. The exciting era of expanding

missions and resources has ended and we must recognize that the experience of past decades was somewhat atypical and that these conditions we now face for the remainder of this century may be much closer to the norm.

Effects of Fiscal Reduction

The effects of fiscal reductions upon the educational system becomes more and more apparent day by day. Kenneth Boulding (1975) asserted that the educational enterprise would more than likely be the first major segment of the economy to suffer a decline in fiscal resources and that the phrase "management of decline" would become avant garde.

One of the components to consider in managing a decline recognizes that the difference between institutional success and failure is the relationship between the goals established by the institution and the extent to which they are achieved. Common sense suggests that two year colleges are no longer in a growth stage but one of contraction. Therefore, this should be looked upon as a means to strengthen instructional planning and focus on quality as the dominant concern for the next decade.

Institutions of higher education in California are not immune to the new depression. In fact, they find themselves facing an "Age of Extreme Uncertainty and Restraint". With a State deficit for the ensuing year estimated in the millions, one of the alternatives under consideration by State officials is the reduction of services at two and four year colleges and universities. It is believed that curtailing services will have a positive effect toward balancing the State budget and therefore, this alternative appears to be gaining momentum among legislators. At the two year college, these and other discussions have created a mood of despair toward future funding, strong objection towards centralized control and a serious concern

over assertions that our mission and purpose lack clarity and definition.

A Question of Mission

In the latest issue of Change Magazine (March 1982) Arthur Cohen and Florence Brawer state that the time has come for the community college to examine itself and whether these institutions are educational structures and properly a part of higher education. The major concern is how the liberal arts fit into the overall program. Recently, Dorothy Knoell (1981) of the California Postsecondary Education Commission (CPEC) challenged the mission of the two year colleges in California. Her position inferred that since the transfer function at two year colleges has diminished substantially and occupational education, developmental studies and community services are becoming significant functions, perhaps the time has come to redefine the role of community colleges within higher education in California. She infers that there is need to overcome the myth of the "two year" college because their image as two year post-secondary institutions will no longer suffice. Also, she appears convinced that two year colleges need to rethink the concept of open admissions/enrollment because providing open access attracts students who cannot do the assigned work due to inadequate skills. These deficiencies she adds, may lead to a demise in academic standards, quality and excellence.

One cannot deny that two year colleges have experienced more growth in career, compensatory and community education than in traditional studies. But after all, community colleges provide a new alternative in higher education - open admissions, community involvement, comprehensive curricula and quality teaching as the major priority. It is no surprise that these distinctive characteristics of the community college are viewed by

traditionalists in higher education as an entropy within the higher education establishment.

Developmental Education

Remediation studies in post-secondary education have always been a topic for debate and lengthy discussion. While many advocate that developmental education has no place in higher education and should therefore not be provided, it is an established fact that poorly prepared students are entering higher education in ever increasing numbers. Rouche and Clarke (1982) stated that in 1965 there were 117 developmental courses and programs established in higher education; by 1976 there were 761. It is common knowledge that developmental study skills programs are the fastest growing programs at colleges and universities nationwide.

Patricia Cross (1978) claims that the form and organization of education will change substantially during the decade ahead. This will come about as a result of practices in higher education no longer being consistent with purposes. Twenty years ago colleges attempted the relatively easy task of teaching participants who had already demonstrated they knew how to learn. Today, the new purpose of higher education is to provide success for students who enroll in programs and the challenge before us is to devise ways to address diversity using the principle that successful programs are predicated upon accommodating the heterogeneity of the educational consumer.

One of the purposes of education is to stimulate and guide self-development. When higher education moved to educate the masses, it created a dramatic increase in student diversity. This caused institutions to consider devising alternatives to adequately meet student needs. Students enrolled in developmental studies are part of this vast diversity and meeting their

individual needs is a responsibility.

Course Classification System

Developmental education in California is also a topic for debate and discussion. The concen is that it is only a matter of time before these courses will be completely defunded or downfunded.

During the Fall, 1981 semester Community Colleges in California were asked to classify all courses in one of the categories appearing below.

Course Classification Categories
Description of Areas

Categories	Description
A	Baccalaureate Oriented Courses Associate Degree Courses
C	Developmental Courses Compensatory Courses Adult Elementary and Secondary Basic Skills
D	Community (Continuing) Education Courses Personal Development and Survival Courses Parenting and Family Support Courses Community and Civic Development Courses General Cultural Courses
E	Occupational Education Courses Vocational/Technical Transfer Courses Vocational/Technical Associate Degree and Transfer Courses Supplementary Vocational Course

The rationale behind this classification was to distinguish between credit and not for credit offerings. Criteria for judging a course as a legitimate credit offering included definitive criteria and a campuswide assessment was directed to include faculty participation. Guidelines were also provided for each of the other categories and each course was to be

classified in only one area. This classification system, regardless of how non-threatening it may appear, has serious consequences in the event certain decisions need to be made concerning future funding.

This college year two year Community Colleges in California found themselves faced with a set of conditions which begins to limit their flexibility to adequately address student diversity. The system implemented assigns each college a predetermined figure they must attain for state apportionment which includes differential funding for credit and not for credit offerings. The issue is not whether community colleges should be managed in some systematic and well thought out fashion; rather, the concern lies in the ability to be responsive to changing student needs. By applying these management principles to community colleges will mean that the once open door is gradually beginning to close. Since community colleges will no longer be funded for growth, enrollments will have to be curtailed if there is reason to believe that an institution will exceed the "cap" it has been assigned. The Course Classification System is one aspect of a scheme to limit flexibility, redefine missions and control apportionments.

Analysis of the Course Classification System

Santa Barbara City College, like other community colleges in California recently participated in a course classification study. The following information in Table 1 was extracted from the Course Classification Report.

Table 1
Course Classification Matrix
Number of Courses in Each Category

		Classification Code				
		A	C	D	E	TOTALS
Transfer Code*	1	14	11	6	88	119 (22%)
	2	4	-	-	-	4 (1%)
	3	-	-	4	75	79 (15%)
	4	336	-	2	-	338 (63%)
TOTALS		354 (66%)	11 (2%)	12 (2%)	163 (30%)	540

*Transfer Status:

1 - Course Not Transferable But Applicable To The AA/AS Degree
2 - Course Transfers To The University of California Only
3 - Course Transfers To The California State University Only
4 - Course Transfers To Both The University of California and California State University

From the matrix shown in Table 1 one can see that a total of 540 credit courses were classified for the 1980-81 college year. Of these 354 or 66 percent were either Baccalaureate Oriented/Transfer or Associate Degree Courses, 11 or 2 percent were Developmental Courses, 12 or 2 percent represented Community Education Courses and 164 or 30 percent were reported as Occupational Courses. As for the transfer question, 421 or 78 percent of the 540 courses were transferable to either the University of California or the California State University. The remaining 119 applied to the Associate in Arts or Associate in Science Degree.

A further breakdown of the Course Classification matrix shows the

following information.

Table 2
Course Classification Matrix
By Category

Category A
Baccalaureate Oriented/Transfer Courses
AA/AS Applicable Courses

Transfer Code	Total	Percent
1	14	14%
2	4	1%
3	-	-
4	336	95%

N = 354

Category C
Developmental Courses

Transfer Code	Total	Percent
1	11	100%
2	-	-
3	-	-
4	-	-

N = 11

Category D
Community Education Courses

Transfer Code	Total	Percent
1	6	50%
2	-	-
3	4	33%
4	2	17%

N = 12

Category E
Occupational Education

Transfer Code	Total	Percent
1	88	54%
2	-	-
3	75	46%
4	-	-

N = 163

What the data above show is that the transfer function is very much alive at Santa Barbara City College and the assertion that course requirements and teaching methods will be jeopardized due to the influence of developmental courses cannot be supported. Furthermore, the assumption that career

education including programs in occupations, trades and technologies account for nearly one-half of the credit course offerings is also denied.

Potential Funding Implications

The information presented in the preceeding Tables shows how the various courses taught at Santa Barbara City College were classified. As for the courses classified developmental, mention was made earlier that these courses are vulnerable and will more than likely be defunded or downfunded in the future. Support for this position has its origin in events predating 1976 when the debate over the credit/no credit issue was taking place. These discussions coupled with the strong feeling that state apportionment should not be applied to courses below college level become major concessions involving the extent to which funding will be applied to developmental study courses.

A decision to either defund or downfund courses categorized as developmental studies will not only have serious consequences for Community Colleges in California but also for a tremendous number of students seeking to remedy educational deficits of past years. The following information shows financial implications of defunding developmental study courses at one Community College in Califonia.

Table 3
Category C Courses
Developmental Education

Course	Weekly Student Contact Hours Fall 1980			Spring 1981		
	4th	11th	Ave.	4th	11th	Ave.
Essential Skills 1-4AD	540	520	530	530	410	470
Essential Skills 40	1165	1020	1092	675	680	678
Essential Skills 81-89	140	227	184	240	303	257
Essential Skills 60	-	-	-	158	53	106
TOTAL WSCH	1845	1767	1806	1603	1446	1511
Percent of Total College	1.7	1.8	1.8	1.5	1.5	1.5

Average % Loss in College Year 1.66

As Table 3 shows, defunding courses classified developmental would have created a loss of 1806 WSCH at the Fall, 1980 semester, 1511 WSCH for the Spring, 1981 semester and a total of 3317 WSCH for the college year. Together, this category represents approximately one and one-half percent of the total college WSCH. This data coverted to a loss in revenue would yield the dollar amount shown in Table 4.

Table 4
Dollar Loss Estimate
1980-81 College Year
(Assumption - 100% Defunding of Category)

Adjusted WSCH 1980-81	Corresponding ADA	ADA Reimbursement	1980-81 Credit Revenue	Adjusted WSCH Loss Category C
170,890	5696	$1714	$9,762,944 Est.	3021

Corresponding ADA	Estimated Loss in Revenue 1980-81
100.7	$172,600

A review of the information in Table 4 shows that of 3317 WSCH representing Category C courses, when adjusted according to the formula (Average of 4th/11th Week x .911 ÷ 30) used in estimating reimbursement yields 3021 WSCH. Approximately 30 WSCH equate to one ADA; 3021 WSCH converts to a potential loss of approximately 100.7 ADA. By factoring the 100.7 ADA with $1714 as the reimbursement rate per ADA in 1980-81, a loss of approximately $172,600 would have occurred. Note that these calculations assume complete defunding. Downfunding any portion of this curriculum would require further analysis using the amount of reimbursement assigned.

There is speculation that some courses presently classified in Category A applicable to the Associate in Arts or Associate in Science Degree may also be vulnerable and subject to the funding question. There is even greater concern over this issue in the fact that the new proposed General Education requirements for California Community Colleges require identical standards for both the Associate in Arts and Associate in Science Degrees. A joint recommendation from the State Academic Senate and the Chief Instructional Officers also proposes that courses considered as preparation for Intermediate Algebra and Trigonometry may not be counted toward the Associate Degree. If in fact prepatory courses to English 1 and Intermediate Algebra and Trigonometry fail to receive full state apportionment, consequences for community colleges will be severe. Table 5 shows an example.

Table 5
All Essential Skills* and Math 1
(Category C and Selected Category A Courses)

Course	Weekly Student Contact Hours					
	Fall 1980			Spring 1981		
	4th	11th	Ave.	4th	11th	Ave.
Essential Skills 1-4AD, 40, 81-89, 60	1845	1761	1803	1603	1646	1525
Essential Skills 50	1838	1517	1704	1406	1372	1389
Mathematics 1	2262	1911	2087	1797	1442	1620
TOTAL WSCH	5954	5243	5594	4806	4260	4534
Percent of College Total	5.6	5.6	5.6	4.57	4.5	4.54

Average % Loss in College Year 5.1

(*Less Essential Skills 20-23Z, English as a Second Language)

Reviewing the information presented in Table 5 shows that a substantial amount of WSCH would be lost if courses which serve as preparation for English 1 and Intermediate Algebra and Trigonometry were defunded. This 5 percent loss in WSCH when converted to apportionment equals the amount shown below.

Table 6
Dollar Loss Estimate
All Essential Skills Classes* and Math 1
1980-81 College Year
(Assumption - 100% Defunding of Categories Above)

Adjusted WSCH 1980-81	Corresponding ADA	ADA Reimbursement	1980-81 Credit Revenue	Adjusted WSCH Loss Categories Above
170,890	5696	$1714	$9,762,944 Est.	9227

Corresponding ADA	Estimated Loss in Revenue 1980-81
307.6	$527,226

(*Less Essential Skills 20-23Z, English as a Second Language)

Table 6 shows that the 5 percent loss in WSCH amounts to 10,128 WSCH. After the figure is adjusted and multiplied by a loss in ADA of 307.6, the total dollar amount lost would be one-half million dollars ($527,226). As is true for the other computations, any downfunding of these courses would require new calculations dependent upon the adjusted amount in reimbursement per ADA.

The information presented in the preceeding tables clearly shows that any alterations in funding patterns for courses described in Category A or C will have substantial impact upon institutions and the communities they serve.

Conclusion

Few will dispute the fact that community colleges are best prepared to accept the challenges presented by Developmental Education. There is no question that this aspect of education is indeed an important mission for Community Colleges in California and full reimbursement must be applied to these courses in order to give them credibility within the curriculum. Community colleges must address the individual needs of students if they are to take the goals of education seriously; they must also embrace their role in developmental studies without hesitation. The educational system has failed to prepare an ominously large segment of our population that now speak asking for assistance in the self-development process. Chickering and Associates (1981) state that the unifying purpose of higher education will be human development and that institutions should look upon this unifying purpose by directly addressing the problem attempt to help individuals and society reach those as yet unrealized potentialities of caring and complexity, interdependence and integrity. Community colleges are indeed at a crossroad and do not seem to know where to turn.

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